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ABSTRACT

This document contains texts of presentations and transcriptions of panel discussions from an international symposium on critical issues in distance higher education. The following are included: "Opening Remarks" (Thomas Sobol); "The Changing Context for Distance Learning, Some Highlights" (Harold D. Hodgkinson); panel discussion--"How Should Distance Learning Respond to Emerging Needs?" (Gary Miller et al.); "The NTU (National Technological University) Experience: A Case Study" (Lionel Baldwin); and "Symposium Summary" (James Hall). The proceedings also summarize three issues raised at the meeting: (1) the importance of focusing on learner needs rather than technology; (2) the need for regulatory and accrediting agencies to cooperate among states and regions; and (3) the need for a national research and policy leadership agenda for distance education. A list of the 64 participants and their affiliations is included in the document. (KC)

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The University of the State of New York
REGENTS COLLEGE
1450 Western Avenue
Albany, New York 12203

The Institute for Distance Learning

PROCEEDINGS
of the
Invitational Symposium
on
Emerging Critical Issues in
Distance Higher Education

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
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THE

PROCEEDINGS

OF THE

INVITATIONAL SYMPOSIUM

ON

EMERGING CRITICAL ISSUES IN

DISTANCE HIGHER EDUCATION

These **Proceedings** reflect, we hope accurately, both the written texts of presentations to the Symposium on emerging Critical Issues in Distance Higher Education and the discussions and conversations. Of necessity this means that the style varies greatly, from the formal to the very informal, but only in this way could we capture the essence of this dynamic symposium, which laid the groundwork for future dialogue.

We gratefully acknowledge the assistance of Deborah Marrow in the preparation of these proceedings.

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INVITATIONAL SYMPOSIUM ON EMERGING CRITICAL ISSUES IN DISTANCE HIGHER EDUCATION

NOVEMBER 28-30, 1990
Desmond Americana Inn
Albany, New York

Sponsored by

REGENTS COLLEGE

The Institute for Distance Learning

The Annenberg/CPB Project

AMERICAN COUNCIL ON EDUCATION

The Institute for Distance Learning, the Annenberg/CPB Project, and the American Council on Education have joined forces to sponsor this "conversation" among some of the key persons who can affect the future growth and direction of distance higher education. The purpose of the symposium is to examine our underlying assumptions about higher education, as those assumptions are challenged by a rapidly changing technological environment that is breaking down geographical and political boundaries and creating a trend toward a more student-centered, client-centered approach to education. Our goal is to develop an agenda for collaboration on standards and structures that are responsive to those changes.

WEDNESDAY, NOVEMBER 28

5:00 p.m.	**Registration**	**King Street Fountain**
6:00 p.m.	**Opening Reception**	**King Street Fountain**
7:00 p.m.	**Dinner**	**26 High Street**

Plenary Session

Welcome: C. WAYNE WILLIAMS, Executive Director, Regents College
KATE GULLIVER, Institute for Distance Learning

Opening Remarks: THOMAS SOBOL, New York State Commissioner of Education

Introduction of Keynote Speaker: HENRY A. SPILLE, American Council on Education

Keynote Address: HAROLD D. HODGKINSON
Senior Fellow
Institute for Educational Leadership
"The Changing Context for Distance Learning"

THURSDAY, NOVEMBER 29

8:00 a.m.	**Refreshments**	**High Street Lobby**
9:00 a.m.	**Plenary Session**	**24 High Street**

"How Should Distance Learning Respond to Emerging Needs?"

Moderator: Gary Miller, University of Maryland

Panelists: Marcia Bankirer, Colorado State University
Steven Crow, North Central Association of Colleges and Schools
Timothy Grieder, Colorado Commission on Higher Education
Marjorie Peace Lenn, Council on Postsecondary Accreditation
Alex Sanchez, Rio Hondo Community College
Kevin Reilly, New York State Education Department
Frank Vullo, Eastman Kodak Corporation
Roger Young, University of Missouri

10:30 a.m.	**Coffee Break**	**High Street Lobby**

12:00 Noon	**Lunch**	**26 High Street**
1:30 p.m.	**Plenary Session Continues**	**24 High Street**
3:00 p.m.	**Refreshment Break**	**High Street Lobby**
3:30 p.m.	**Task Group Meetings** "What Must We Change to Respond to Emerging Needs?"	**High Street Meeting Rooms**
7:00 p.m.	**Dinner**	**26 High Street**
	Address LIONEL BALDWIN National Technological University "The NTU Experience: A Case Study"	

FRIDAY, NOVEMBER 30

8:00 a.m.	**Refreshments**	**High Street Lobby**
9:00 a.m.	**Plenary Session** "Towards an Action Agenda to Implement Change"	**24 High Street**
11:00 a.m.	**Coffee Break**	**High Street Lobby**
11:30 a.m.	**Closing Address** JAMES HALL, Empire State College	**24 High Street**
1:00 p.m.	**Lunch**	**26 High Street**
2:00 p.m.	**Adjournment**	

SYMPOSIUM PLANNING COMMITTEE

ROBERT DESIO, National Technological University

DANIEL GRANGER, Center for Distance Learning, Empire State College

LAUDELINA MARTINEZ, New York State Education Department

PAULA HOOPER MAYHEW, Middle States Association of Colleges and Schools/Commission on Higher Education

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The Symposium is supported in part by a grant from the Annenberg/CPB Project

OPENING REMARKS

THOMAS SOBOL
COMMISSIONER OF EDUCATION
NEW YORK STATE EDUCATION DEPARTMENT

Good evening, and let me add my own welcome to Wayne's. The realm of mind knows no boundaries and no distance, but not until this century have human beings been able to transcend physical distance and time constraints in order to bring their minds together. Now, technology puts people in touch with the finest minds, wherever they are; computer networks even give students the potential to control remote laboratories, find bibliographic information, and carry on extended conversations with professors and other students whom they might never meet in person.

The same changes that make such interchange possible also increase society's need for better-educated citizens and workers. The Institute for Distance Learning is an idea whose time has clearly come. And so today we see the Institute bringing you together in physical space -- educators, regulators, and accreditors -- in order to assess how well we are doing in bringing minds together.

It's a noble goal. The possibilities offered by technology are dazzling -- and real -- But real possibilities are still, too often, not realized. Too often, there's a humbling contrast between what we could do and what we actually bring about. I hope that this symposium will examine closely what we're actually doing now: whether our current policies and practices are really serving learners (and through them the larger community), or whether we are merely paying lip service to that commitment.

Access to an excellent education is the highest priority of the Board of Regents and those who serve them in New York State. As educators, we have an obligation to ensure both access and excellence for all. But sometimes, these two qualities seem in conflict with each other. Sometimes, in our legitimate efforts to assure quality, or to protect consumers from shoddy dealing, we run the serious risk of restricting access. Higher education in some ways is like a business -- a business in which we have chosen to restrain competition and control delivery in order to impose standards. This "restraint of trade" has helped us prevent some of the worst abuses -- not all, unfortunately, but some. We need continually to ask ourselves, however, to what extent we might be impeding access, and whether society and the work force, faced with such critical needs, can afford that loss of educational opportunity. Quality and access cannot be an either/or proposition; we must find ways to assure both.

This tricky question of balancing excellence with access becomes even more complicated with the possibilities presented in recent decades by new technology. We

now possess the technical means to deliver educational resources everywhere and to everyone. We know that we are not yet making full use of this new capability; we need to analyze why not. What must we do to realize those dazzling possibilities: will it suffice to provide more money (and eventually we will, although the situation is rather bleak just now); do we need to improve the tools, the hardware and software; or do we need more vision, imagination, communication among parties that haven't been accustomed to working together? In particular: How can we use regulation and accreditation to advance service to students by distance learning? Surely, institutions that offer distance learning, and people who benefit from it, have a responsibility to help prevent its abuse by shoddy dealers, and charlatans.

Access has a corollary: **equity**. Real access to educational opportunities means that students of varying backgrounds and abilities have the support services that enable them to succeed. Excellence must be our goal for **all** of our students, not just for some. Yet we know that, now, we are far from living up to that goal. The data we collect and publish provide a constant reminder of the gap between our goal and our present reality. Distance learning, made possible by technology, offers us the possibility of reaching thousands of those whom our traditional educational system has been failing to serve -- the poor and people we now call minorities -- or, it can widen the gulf between majority and minority Americans, between those with material advantages and those without. Alex Sanchez, a leading proponent of distance-learning opportunities for racial and ethnic minorities, has said: "Technology defines what we **can** do, but only we can define what we **should** do."

As you begin this symposium, then, you will help us most by asking yourselves and us: "Are our regulations and our practices encouraging access and equity, or discouraging them? As we look into the future, what regulations and practices will foster equitable access to education of high quality?" The task of educating the coming generation of Americans is huge and time is running out. We do not have the time to wait for a gradual, evolutionary reshaping of distance-learning policies. We must decide now how to use the new modes of learning to best advantage. Please help us scan our changing environment, re-examine our fundamental assumptions about how to help people learn, and reassess our policies accordingly. May your deliberations be fruitful.

Thank you.

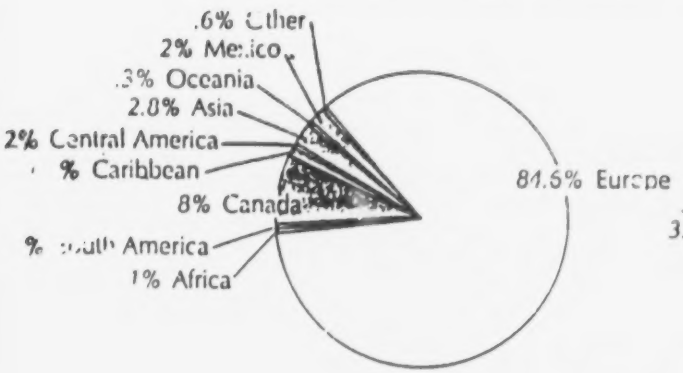
HAROLD D. HODKINSON

THE CHANGING CONTEXT FOR DISTANCE LEARNING

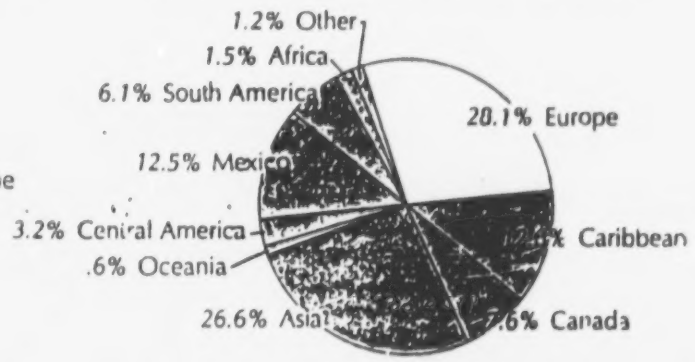
SOME HIGHLIGHTS

WHO ARE TODAY'S STUDENTS?

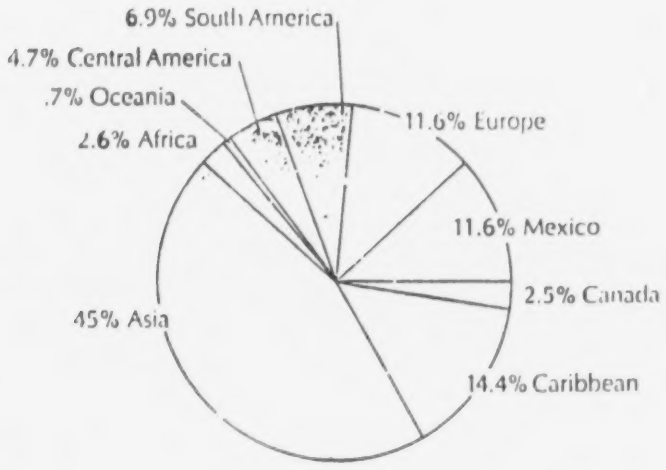
AMER CAN IMMIGRATION 1820-1945



AMERICAN IMMIGRATION 1946-1987



PROJECTED AMERICAN IMMIGRATION 1988-2000



Source: U.S. Immigration and Naturalization Service, Statistical Analysis Branch.

THE 1990 CENSUS WILL SHOW:

23 MILLION MORE THAN 1980
1990 TOTAL: 249.9 MILLION
90% OF GROWTH IN SOUTH & WEST

15 - 19 YR. OLDS DOWN 17%
20 - 24 YR. OLDS DOWN 12%
WHITES UP 8%, BLACKS 16%
ASIAN/OTHER 65%, HISPANIC 44%

IMMIGRANTS: 500,000 LEGAL, 200,000 ILLEGALS PER YEAR
BIGGEST GAINS: SUBURBAN AREAS OF METRO'S (JOBS AND HOUSES)

ONE IN FOUR HOUSEHOLDS IS SINGLE
MARRIED COUPLE W/OUT KIDS: -1% '80-90
MARRIED COUPLE WITHOUT KIDS: +17%
SINGLE PARENTS (WOMEN: +35%)
15 MILLION KIDS ($11,400 '88)

(AMERICAN DEMOGRAPHICS, JAN, 1990)

Demographics give us a very good set of handles on the future, limited but very accurate.

FROM 1985 - 2000 THERE WILL BE:

2.4 MILLION MORE HISPANIC KIDS
1.7 MORE BLACK KIDS
483,000 MORE "OTHER" KIDS
(ASIAN, NATIVE AMERICAN)

4.5 MILLION MORE "MINORITY" KIDS
60,000 MORE WHITE KIDS

(HOUSE SELECT COMMITTEE ON CHILDREN, YOUTH, FAMILIES SEPT. 1989)

We can begin thinking seriously about educational pipelines as a planning tool.

IN MANY 1990-91 INDUSTRIES, LABOR IS ONLY 10% OF PRODUCTION COSTS.
A 1% SAVING ON LABOR = 1/10TH OF 1% OF TOTAL PRODUCTION COSTS.

INFORMATION IS MORE MALDISTRIBUTED THAN FOOD!
600 MILLION TELEPHONES IN THE WORLD
450 MILLION IN ONLY NINE COUNTRIES

CO-OP OF FAST & SLOW NATION LIKELY TO FAIL
(CHINA STEEL SHORTAGE IN '88)

HOW DO THE BRAZILS - NIGERIAS - HAITIS ACQUIRE OR GENERATE THESE KNOWLEDGE RESOURCES TO COMPETE WITH FAST NATIONS, OR TO COLLABORATE WITH THEM?

WAGES VS. SPEED AS COSTS:
"CHEAP WAGES NO LONGER ENOUGH TO ENSURE MARKET ADVANTAGE TO DEVELOPING NATIONS" (UMBERTO COLUMBO)

Cheap labor is inherently slow labor.... They [industry] are now beginning to understand that they can make more money by speeding up the production process. The likelihood, therefore, is that we're going to end up with information haves and have-nots.

Local, state, and national boundaries are more permeable than they've ever been before. The permeability can only increase, as I show you a couple of cities that have moved across state lines.... It's very hard to tell them to get back across the river where they belong. About thirty-five percent of the St. Louis metro area is in Illinois. Seventy percent of Omaha is in Iowa.

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THE USA AT NIGHT

Think about the abilities of accrediting agencies and local licensing agencies to stop things at the state boundary. The job of accreditors and evaluators, which is to maintain quality at political boundary points, is not entirely supported by the demography of the United States.

GARY MILLER
EXECUTIVE DIRECTOR
INTERNATIONAL UNIVERSITY CONSORTIUM

My job today is to lead a conversation about some of our assumptions about distance learning, about some of the barriers that we perceive from different perspectives about distance learning, and to begin to talk out some of the issues that we are going to be dealing with for the rest of this conference.

We will focus our initial session on discussion of our basic assumptions, the historical context, specific issues of distance learning within a state and the issues that arise when distance learning programs cross state lines.

Later in the day we'll be talking about the client-centeredness of distance learning, the corporate role, student access issues, the future and what new models we might need.

One of the big problems with trying to talk about distance education and all the issues that surround distance education, is that of definitions. Kate and the organizers thought it would be a good idea to at least try to form a broad definition of distance education that we could work with. The definitions that I see most often--in the American Journal of Distance Education or in the International Council of Distance Education Bulletin and the Canadian Association for Distance Education--tend to have these kinds of criteria - that distance education is an education in which there is a separation between the student and the instructor, a separation that involves in varying degrees the place of study, the time of study, and the pace of study. I have added to that a criterion that says that distance education also involves mediated communication between the instructor and the student, so that we have a sense of how the interaction is taking place. So you have those two basic definitional components, and I'd like to talk a little about each one.

Let's look at the idea of separation of time, place, and pace of study. Not all distance education programs have all three of those student-centered components. You have a range, starting with the traditional independent study model where there is great deal of freedom in terms of the time and place and pace of study. Usually the pace is controlled in terms of months or even in years rather than in terms of weeks. At the other end of the scale you have what is essentially classroom instruction being broadcast to other groups of students in industry or off-campus centers. In these situations you're still dealing with groups of students so you have controlled places; you don't have students studying at home, totally free of the place requirement, although they don't have to go all the way to a campus to study so there is some freedom of place. In these group situations there isn't as much freedom of time, and the pacing is controlled by the institution rather than by the student; so there are ranges within this

definition of distance education. I think it's important to keep those ranges in mind. What they all have in common though is that they represent attempts by the institution to open up the learning process and make it more student-centered; the time and place and pace of instruction is controlled to one extent or another more by the student than by the institution. It's the opening up of the learning process that I think is the underlying criterion for defining distance education. I was at the International Council in Distance Education Conference in Venezuela a couple of weeks ago, where one of our Canadian colleagues, Glen Farrell, tried to make that distinction about openness vs. distance. The way he described it was that open learning is the goal of education and distance education is the means towards that goal. I think that student-centeredness comes into focus when you look at it that way.

I added the question of mediated communication between the student and the faculty member because there are lots of educational experiences where the student controls the time, place and pace of instruction. Internships to a degree are like that; so are independent study programs, where a person establishes a goal, goes off and does research, then comes back and reports on that goal; contract learning is another example; there are all sorts of programs that involve a certain amount of student freedom. What makes distance learning distinct from those programs is the idea of mediated communication. That also generally helps to make a distinction between distance learning and off-campus instruction. We did a survey about distance education, asking all the 11 institutions that are a part of the University of Maryland System about what distance education programs they have; a good number of them came back and talked about off-campus programs where the instructor is going from Baltimore to other places. Those aren't distance education programs by the criteria we're setting here, and its the mediated instruction that makes the distinction. Mediated instruction can be a lot of different things. It can be the written essay, it can be computer conferencing, it can be the audio feedback in an ITFS delivered lecture, it can be any number of things that insure the interaction through one form of mediated communication or another.

Another thing that came up at the ICDE conference that might be useful to keep in mind here is something that I've also heard expressed in the U.S., but less forcefully. That is the question of whether distance education is a thing unto itself. In the field there is a debate going on about whether distance education is a discipline, or is a kind of education separate from the rest of education. Some people say that distance education merely represents kind of a transitional phase in the development of educational institutions. While it's new we're calling it distance education, but in fact what's happening is that new tools are entering into the educational environment. As those new tools get accepted and people get used to using them, the distinction between distance education and anything else will begin to diminish. In a decade or so we will simply be talking about education that is delivered by the most appropriate means, depending on the student, depending on the curriculum, depending on the

nature of the institution and the program. There are people who think that all the concern now about distance education will fade as institutions begin to absorb and integrate the means and methods and media of distance education into their ongoing assumptions about how institutions are supposed to work. That's something that we might want to talk about while we're here. If it is the case, then I think discussions about distance education are even more important because they are really setting the stage for how we're going to view our institutions in general in a decade or so.

This morning we thought we would start by trying to put distance education into an historical context, institutionally, and begin to talk about some of the assumptions that have gone into thinking about distance education. Roger Young, who is the director for the Center for Independent Study at the University of Missouri, has done a lot of thinking about the history of distance education and he's agreed to get us started by talking a little bit about it.

ROGER YOUNG
DIRECTOR, CENTER FOR INDEPENDENT STUDY
UNIVERSITY OF MISSOURI

I've been asked to talk a little bit about the earliest forms of distance learning through correspondence study. As I understand it (I say that so you'll know I wasn't there) in the 1880s a professor of divinity by the name of William Rainey Harper made a presentation at Chattaqua in upper New York State. The audience was appreciative of his presentation and several stayed to talk with him after the meeting. In the course of the conversation several people indicated they would like to study with Professor Harper but couldn't come to his school. Harper indicated that he would be pleased to lead this study at a distance and said that he would correspond with them. He later became President of the University of Chicago and immediately set up the first university correspondence division. Following that, at the turn of the century, most of the land-grant universities created correspondence divisions, perhaps the first of the extension divisions that were created.

Some of the earliest audiences for the new method were the handicapped and the homebound, those studying for the ministry, missionaries, and normal trained teachers (teachers who went to high school and then to summer school to learn how to teach, and were certified). They obviously needed more preparation; correspondence study played a role in that, along with the continuing summer studies. We've also played a role in offering distance learning for the military. Most of these groups continue today to be large users of correspondence or independent study. However, there have been additions to the audience group. Large numbers of people who didn't start college after high school, but instead married, started a family, started a business, were housewives, or continued on the family farm, then later wished they had gone to college and saw correspondence study as a tool to enter college. Of course, nowadays, many students are forced to stop out for financial reasons and they maintain their tether by taking a correspondence course or two until they can return to university. Although university correspondence study will be celebrating its centennial in the next couple of years, I would say that it has spent most of those years defending the efficacy of the method. But thanks to the persistence and devotion of those who believe in it, it has not disappeared. Research continues to support the legitimacy of the method and enrollments continue to grow, contrary to what you may have heard. On a personal note I can tell you that in my 20-some years as a director of independent study at three universities, there has been a consistent pattern of growth in all institutions. In 1968, the National University Extension Association, which later was to become NUCEA, changed the name of its correspondence division to the division of independent study. To quote from the descriptive exposition that detailed the thinking behind the change, "thus the change from the division of correspondence study to the division of independent study was not only the outward manifestation of certain

changes in divisional philosophy, but more importantly a broadened conceptual base for teaching and learning. A base not limited to any single teaching-learning technique but open to innovation and experimentation with not only correspondence instruction but such additional devices as film strips, slides, video tapes, programmed instruction, face-to-face seminars, television, telelectures, telephone conferences, tutorials and a host of other multimedia teaching-learning aides designed to enhance the motivation of the learner and increase the effectiveness of the total learning process."

I guess the question that follows is, has it fulfilled its potential in terms of inclusion of technology and other teaching-learning aids. The answer, of course, is yes and no, maybe more no than yes. Some university programs have and some haven't. Some of us who were around at the time of the creation of innovative efforts such as UMA became a part of that. I was a delivery coordinator for UMA in Minnesota and was responsible for the integration of video into our independent study effort. University of Mid-America was a consortium of middle America states funded by the National Institute of Education and was one of the early efforts to provide television distance-learning opportunities to students. It started in Nebraska as the State University of Nebraska (SUN) and then it expanded to surrounding states, Iowa, Kansas, North and South Dakota, Minnesota, and Missouri were all members of this consortium. Large amounts of funding, were put into development of fairly sophisticated courses, up to a half million dollars in some cases: "The Great Plains Experience" and "Japan, the Living Tradition" are some you might remember. It was a noble experiment. Enrollments didn't follow as hoped, as promised. The early research showed that perhaps two percent of the people of Nebraska might enroll in this; they didn't. At Minnesota we had perhaps a little more success; we averaged 1500 to 2000 enrollments a year by offering it on broadcast television in the Minneapolis area but then that was an ongoing part of our continuing education efforts that wasn't particularly tied to UMA. UMA passed on in the early 1980s.

Some schools offer independent study programs that are largely video supported. I think Joyce Nielson at Western Illinois in the audience is one whose program is largely a video effort. Others have programs that don't use video at all. At the University of Missouri we've made strong use of the computer in our independent study program. I'd like to read a profile of the University of Missouri program from the new Distance Education Staff Handbook, to help you understand where I'm coming from. "Profile: a diversified distance education program. The image of a distance education program is often one-dimensional - TV courses, print-based correspondence courses, teleconference seminars, or computer learning networks. By examining a specific program we see that image is not at all descriptive of successful distance education programs. In Clark Hall on the campus of the University of Missouri in Columbia, the Center for Independent Study and Video Credit Courses is among the nation's most innovative distance education institutions. There are 14 professional staff members in the center and a clerical staff of 21. The faculty are employed in other departments

and teach the center's 318 regularly-offered courses on an overload basis. Like many university-based programs, the center must generate its own funds for staffing, course preparation, and instruction. With more than 18,000 enrollments each year, the center has grown from a program of traditional correspondence courses to one that's noted for its diversity of educational media. For more than 15 years, its innovative computer-assisted lesson service has published feedback on students' mailed-in scan sheets. A later development has placed CALS on-line with dozens of high schools using modem-equipped terminals to transmit student multiple-choice answer sheets and to receive instant evaluations from the Missouri center. CALS courses have also been used aboard Navy ships and on military posts in the United States and overseas. In 1988 the now dominant CALS program lessons combined with independent study written assignments to require the grading of 130,000 lessons and exams with the center. Another activity of the center is its video credit course program which distributes television courses throughout the state and also supplies audio cassettes and video cassette course materials. As a home use option the video program draws on the resources of the University of Missouri campuses in Columbia, Kansas City, Raleigh, and St. Louis, and yes, we do have campuses there and we still consider them to be a part of Missouri. A network of learning networks throughout the state carries the video courses in addition to cable and broadcast television stations. Support for these efforts is combined with centralized student services, course production services, technical support, marketing, bookstore, and administration."

I think that pretty well describes our program. We're not, as I said, the largest independent study program in the country (Penn State is the largest, Brigham Young and Texas Tech are among the programs) but we're not atypical. There are more than 70 universities that offer independent study through correspondence in the United States. Some are good, some are perhaps not so good, but the same can be true of resident instruction and resident instructors.

QUESTION FROM AUDIENCE: Distance learning has been around for a century, in fact, a little over a century. Why now is there such interest?

YOUNG: Well, I guess the 1970s were a time when we started to look to more nontraditional opportunities. The recent interest, I suppose maybe the Open University in Great Britain and all the funding that went to that program and then the many universities internationally that have developed distance learning models that followed the Open University in Great Britain have been a spur and I just don't think it's revolutionary, it has evolved and is continuing to grow. That's a personal perspective.

COMMENT FROM AUDIENCE: It could be that the portability of telecommunications has brought distance education to new markets. This has also raised concerns about using new technologies.

MILLER: Do you think it is the technology that is driving the issues of regulation and accreditation, the interstate issues? The major correspondence programs are all national, and have been going on for quite a while.

YOUNG: Unfortunately, technology may be driving it in some way. On the other hand, there is a recognition that the infrastructure (of technology) is available, and educational institutions are making use of that system. It is an interactive process, whereby educational institutions use or want to use the technology, and that creates new questions.

GOLDSTEIN: Correspondence study is not an analog to classroom instruction. It's a good substitute. Technology has enabled analogous instruction to the classroom to go on. This has been a quantum change. The cost of providing instructional dialogue has plummeted since UMA-TV; satellite delivery is now very inexpensive for the households covered. Telecommunicated learning is different, and nobody can quite figure out how to handle it. It is really a question of extending the institution beyond the physical boundaries. This is more perilous from the point of view of registration. Instruction can now be so much more far-reaching that it raises new regulatory issues.

BENSON: The economic variable is stronger. Distance learning is gaining prominence as a real alternative to the classroom for its power to address the growing split between educational opportunities afforded to the white majority and to minorities.

BARRON: I hope that distance education will look at andragogy, will help us understand better how people learn.

MILLER: In the past, education was a one-time deal. People came in, got educated, and went out into the world. Now education is lifelong, with changing careers and the need for continuing education and training to avoid obsolescence. We must deal with students who can't take another couple of years out of their lives.

LAWTON: There is no longer only one person working in a family. People need alternative means of continuing education to enhance their standard of living.

MILLER: Correspondence distance education is individualized. The new technologies are moving toward group instruction, the extension of the classroom. Does this change the regulatory and institutional response?

YOUNG: All instruction is individualized. There is still a need for someone to think about education for the individual.

GOLDSTEIN: Yes, the analog to the classroom complicates it. There is a given time period of enrollment, so the temporal analog makes it easier to evaluate using standards applied to the classroom. Correspondence "randomizes" instruction in time.

MARJORIE PEACE LENN
VICE PRESIDENT
COUNCIL ON POSTSECONDARY ACCREDITATION

The states can talk about regulating; I'll be talking about accrediting.

The question as posed last night by Gary was how does distance learning challenge traditions and accreditation. I guess accreditation has always and will always reflect the nature of the higher education community. It will reflect its values, its traditions, and its timetables. I want to give a little brief history in relationship to distance learning and those things that are relative to it and what has happened in the accrediting community of which we are all a part.

As Roger shared and as we have been discussing, some of the postsecondary education institutes have provided off-campus education for nearly a century but the numbers of programs that were specifically long distance learning began to grow significantly in the '70s. That rapid expansion coupled with a rising concern of quality of those programs, led COPA to develop a policy statement in 1976 related to off-campus degree programs offered by accredited institutions. As a result of that policy, a COPA study of nontraditional education was developed in 1978 which led to rigorous and more frequent attention to the assessment of off-campus degree programs; I continue to stress degree because we've even evolved away from that in more recent years.

In 1982 when NTU and Empire State and the Adult Learning Service and all these folks were making history, the Council on Postsecondary Accreditation (COPA) and State Higher Education Executive Officers (SHEEO) decided to make their own history; they didn't realize until a few years later that they got ahead of the game. Mike Goldstein came walking down the street in Washington and I had been on the job for two weeks, and Dick Mellard was president of COPA and Gordon Davies was the head of SHEEO at that point in time and we sat down and wrote a proposal to FIPSE. I think there was only one person in the room who knew what he was talking about, and that was Mike Goldstein. We got that money and spent the next two or three years taking a look at the kinds of educational programs that we thought were going to be evolving. What came out of Project ALLTEL (Assessing Long Distance Learning Via Telecommunications) were some major principles that led to the formation of a number of COPA policies that now are of generic use for any off-campus educational program, degree or non-credit. In the meanwhile, distance learning evolved far more quietly than was anticipated at that point in time. For the first time in the history of COPA and SHEEO they were not in a reactive mode, but rather were out ahead.

It is fascinating to revisit these issues nearly a decade later, not only here in Albany; the Council on Postsecondary Accreditation at its semi-annual meeting in Denver this next April will be revisiting the issue of distance learning. There has been a lot of turnover since the ALLTEL project, in terms of people and of policies related to this matter; distance learning has taken on some different characteristics, and we need to take a look at what the technologies have done. Whereas the institutional accrediting bodies have been dealing with this over a longer period of time, the specialized accrediting bodies are really coming into their own in terms of seeing the professional programs dispersing themselves not only nationally but internationally. I'd like to read a couple of lines from the policy statement related to off-campus credit programs that was directly affected by the ALLTEL project. The first is "An institutional accrediting body is responsible for assuring the quality and integrity of all programs of the institution where ever located." And the same goes with specialized accrediting. Now that is a tall order.

Let's take just the University of Maryland. It has extension services that have been around for a long time, military-based education, and branch campuses both within the state and all over the world. COPA says that the Middle States Association of Schools and Colleges Commission on Higher Education is responsible for the quality of every one of those. The second one is more in terms of the content of what they are to look at when they may or may not visit all of these sites (one of the issues related to distance learning happens when there is not a place-based operation). "In evaluating off-campus educational activities, the fundamental concern of the accrediting body must be with the unity, continuity and quality of education, both institutionally and programmatically." Unity, continuity, quality. "Central issues are integrity..." (doesn't have anything to do with the mission of the institution or program), "...quality assurance, availability of resources, and supervisory accountability. A continuing concern to the accrediting community is the ability of the current accrediting process to evaluate multiple sites, often at great distances from the parent campus." Or, worse, when there isn't a site, how does one evaluate it? Who pays for this, who evaluates these programs, how are they trained? Steve Crow will speak to this at some point today. Can the accreditors guarantee the quality in so many forms and in so many places? This is both a national and an international issue for the American accrediting process.

An extremely brief example of a long distance quality issue (my presentation on this usually takes about an hour!) We have an interesting phenomena taking place now in Japan. American higher education has exported itself at an alarming rate. Last night Bud asked the question, "Is America for sale?" and he answered that question in the affirmative. If he were to ask if American higher education was for sale, I think the answer would be in the affirmative. Cash cows have been a long-standing tradition of American higher education; I am not making a negative judgment in that regard, but we do have an extremely interesting phenomenon. There are about 35 institutions,

mostly large public institutions, in Japan right now, all of which are owned by the Japanese; they are serving about 98 percent to 99 percent Japanese nationals with their programs, most of which are degree-granting. We have some quality issues there. The best way to summarize it is in the opening line of a letter from the US embassy which was sent to me late last spring "We need help at a difficult time..." The 30 (at that time) U.S. branch campuses are facing lawsuits, scandals, criticism over lower standards, cultural misunderstanding, and ministry pressures. The issues there, which are relevant to any situation where the accreditors are looking at off-campus programs, are such things as mission, control, financing, the academic program, recruitment practices, communication and information.

For better or for worse, the institutional accrediting community has evolved to be administered at a regional level. This is the choice of the institutions in the U.S. The self-regulatory process has evolved historically from East to West. We have an interesting geographical situation. There are enormous regions, such as Jim Rogers the Southern Association, which has 800 to 900 institutions, and the North Central Association with 1000. Together they represent 2/3 of the degree-granting institutions in the U.S. COPA's 6,000 institutions include all of the post-secondary education arena. The complications of evaluating outside the perceived boundaries of influence abound. The state folks know how difficult or impossible it is to cross state lines. Regional accrediting bodies have to worry not only about state authorization occurring prior to the accrediting process in most states, but also moving across multiple regional bodies and now across the boundaries of the country and throughout the world. These are very complicated issues and will require a lot of continuing thought. It has taken us a decade to get to this point and it will take us some time to get beyond this point.

MILLER: A question about definition. You've talked about off-campus programs and distance education as a component of off-campus programs. If you assume that an off-campus program is one where an institution is taking faculty away from campus and putting them at a different site, or establishing a site and hiring local people to do the instruction and bringing in people, there are kinds of distance education where the instruction, in fact, is campus-based instruction. You have an instructor in an ITV (Instructional Television) classroom teaching where the instructor, campus-based instructor, a local group of resident students, while that signal (the class) is also being beamed somewhere other than on campus. Should we think of that as off-campus instruction? It's a kind of distance education but is it off-campus instruction?

LENN: No, I would think of that more as contract instruction rather than off-campus. Let's have some of the accreditors talk about that.

ROGERS: Have any objective studies been done by outsiders to determine if there is comparable quality in distance education to what happens in the classroom? The assumption is that what is happening out there is that it's comparable to what happens

in the classroom. But you can't assume that everyone is ethical. Some of those out there are starving, and will take the easy, cheap way out, such as having an exam administered by a family member. Do we have a list of what's considered good practice?

HEZEL: About comparability studies, many projects include evaluations that compare quality. This is often apples and oranges, because of the difference in delivery system. A good model for doing evaluation...allows comparison of students in the classroom and at remote sites. If all studies were brought together we'd have some interesting data. It's difficult to make overall judgments.

STRAIT: Comparable to what? This has never been satisfactorily answered. There is no external set of criteria with which to judge "traditional" versus distance education.

REILLY: Have any valid, reliable studies been done of the results and success of traditional education? You can't answer your questions until you answer mine.

EVANS: I've heard that the University of Maine has done a study of the comparative outcomes of on-campus and distance education. Could someone tell us about that study?

MACBRAYNE: We did such a study, but it was merely a comparison of grades. The results showed that distance education students do as well or better as on-campus students.

GULLIVER: The real question is not is it comparable to classroom experience, but rather how does distance learning measure up against our criteria for a good educational experience.

BARRON: Various professional groups who think they know what quality is have looked at our distance education programs and said they are of quality. Distance education courses must have access to the same instruction, resources, and so forth. Distance education will be the catalyst to force us to take a look at what quality education is, how people learn, and what their needs are.

MILLER: Many people, especially at the state level, believe this will move us in the direction in which we need to go, toward more outcomes-oriented, accountability-oriented standards for assessment.

LAWTON: Distance learning must be operated from its own entity or unit within the university, not out of some department. The commitment must be made by the institution. We must measure outcomes such as job success.

MOLNAR: There are two ways to look at comparability. Some studies have been done of off- and on-campus programs of the differences in the learning process, student satisfaction, and subsequent performance on the job. These are comparing apples to apples. The problem comes once we begin to look at individualized instruction over a wide geographic area, in the absence of any locus of control over how the process takes place. The best we can hope for is to look at the end result. In some eyes the individualized activity is suspect.

MILLER: Maybe the goal is to identify standards of performance in instruction not based on any instruction system, regardless of the medium. At big universities there is distance learning on campus, for example, with 24 classrooms linked electronically. On the question of whether there are any standards, the American Council on Education and the Alliance have developed principles of good practice, and NUCEA has a set of standards.

SULLIVAN: The ACE/Alliance principles might form the basis for development of something specific to distance learning.

GRANGER: A subcommittee of educators examined those principles from the perspective of distance learning, and found no additional concerns or obstacles in applying them to distance education.

VULLO: If Kodak makes a product that doesn't have quality, we go broke. The surveys we've done indicate that users in the engineering community like distance learning better than traditional education.

GOLDSTEIN: But market forces don't adequately control quality in distance education. Individual learners may not have the information and resources that corporations have to judge quality. We would hope the value of the education would be the high priority; but the other outcome is the piece of paper. Regardless of the quality of the education, the piece of paper looks the same. Students want a piece of paper that looks the same as the piece of paper from a "regular" program. Often they don't know or care about the quality of the content.

VULLO: We find that if we make a product that does not have quality we go broke with it. If you have a particular department that is just not getting the activity that it should be getting, quality could very well be a problem. If we have a product that doesn't sell very well, generally we find that we missed the mark somewhere. Either quality is a problem or we have something that people really do not need. When we first began receiving distance education, the engineering community told us that they liked what they were receiving on TV better than what they were getting at a variety of local institutions. I will have more to say later about the reasons for that, because we think now we understand the reasons why this is what they prefer. Large corporations

like mine are not about to purchase a program from someone who is just not doing a very good job.

KEVIN REILLY
DIRECTOR, DIVISION OF ACADEMIC PROGRAM REVIEW
NEW YORK STATE EDUCATION DEPARTMENT

I've been asked to talk about why and how a regulatory agency decides that an out-of-state distance learning institution is present in the state. Let me put aside the "why" part which in some ways is the more interesting part and talk about that a bit after the break. Let me in the time I have now talk a little bit about the "how" part and it has to do with the bug-a-boo of physical presence. I should point out in starting that Mike Goldstein of course is not really here, that is he's not physically present, what you see is a microwave-induced image of Mr. Goldstein; he is, however, as you already know, fully interactive, audibly and visually.

What I did in preparing these remarks was to contact a number of my colleagues in similar positions around the country to see what those states had to say about how they decide whether a distance learning institution is present in the state and what that means. I got 14 responses that were substantive. A lot of states simply don't know. They are not at square one in this subject. Of the 14 as I read them, 13 of them do use physical presence tests in one form or another. Georgia is the only one among the 14 as I read it that does not require physical presence in the state in order to determine that an institution is operating within the state. I tried to get a hold of my colleague in Georgia to confirm that and I could not, so I could be wrong. But I'll read to you what the Georgia regulation says. I'll read several other of these regulations to you because they are very interesting and fun to read and I think they'll provoke lots of discussion. The Georgia regulation says this "To operate an educational institution or like term means to establish, keep or maintain any facility or location in this state where from, or through which education is offered or given or educational credentials are offered or granted and includes contracting with any person, group, or entity to perform any such act and to conduct postsecondary activities within this state or from a location outside of this state by correspondence or by any telecommunications or electronic media technology." Now as I read that, it means you wouldn't need to be physically present in Georgia to fall under their laws and need approval. I'm assuming that this has not been tested in court.

GOLDSTEIN: No, it hasn't.

REILLY: Let me read to you some of the other responses I got about how the definition of physical presence comes down. Here's one state: "Presence would be any site, faculty, mentor, or clinical experience in the state, whether or not the facility, the faculty or mentor were paid by the institution." The question of whether or not the person is paid does come up in a number of these. "There is physical presence if there is an agent or representative of the sponsoring institution who promotes or

publicizes the program, registers students, or serves as a trainer, tutor, teacher, counselor or learning coordinator or executive officer or director of the program."

Here's another state: "With regard to representative of the school, in addition to teachers, mentors, and group leaders, the category includes all TV operators, practicum supervisors, and those test proctors that are under contract to the school." We may narrow it to exclude occasional test proctors not under contract but that raises the question whether having proctors not systematically controlled by the school is a substandard practice and should be allowed. So you have a nice catch-22 there. It's a real one.

Here's another state: "We define physical presence as an address, telephone number, etc., from which instructional or promotional material is disseminated, and/or to which students or potential students may respond. In the absence of that type of physical presence we look to the state of origination for oversight." We'll come back to the problem of state origination business a little later. I assume that that definition is kind of a minimal one of physical presence, that is I assume that if an instructor were present in that state that would also constitute physical presence.

Here's one that says physical presence is "a recruiter, an instructor, a class, or an office." Here's one that says "If a moderator paid by the institution works with a group of students viewing a program that would be considered an on-site presence." Industry contracting with the distance learning institution and having a moderator paid by the industry would be exempt.

One more: "Regulations require that all instruction offered for degree credit offered at a site by an out-of-state institution must receive appropriate approval from the council before any students are enrolled at that site. The regulations attempt to define physical presence by specifying that site means a location where an institution 1. offers one or more courses for degree credit on an established schedule, and 2. enrolls two or more persons that are not members of the same household. The council approval would not be required for correspondence instruction (not offered on an established schedule) or over the air waves telecommunicated instruction such as SUNRISE Semester (received by one or more members of the same household)."

The question from June Lester of ALA was "Could I react to how much these kinds of regulations are really enforced or implemented, and implemented successfully presumably, in various states?" I think a number of them have not been tested in court and I would have to suspect that if the Georgia one were tested it would be struck down. We have had no court test in New York. We have had only one case that we are actually reviewing of an out of state institution that wants to operate in New York via telecommunications. They are voluntarily going through our review process although their legal position is that they're not really present here but they will

go through the process anyway. We are making them go through the process because I got an opinion from our counsel's office when I described to the council what they actually wanted to do in New York, that that constituted transacting business in New York under the terms of our Educational Law 224. But maybe some of the people from other states can mention what's happening there.

MOLNAR: One problem is not finding out until after the fact that an institution is operating in the state, and what they are doing.

CROW: I think that is where I've had some problems with that is an institution or a program that's been industry-based or tied into a national industry, so closely tied to them that they see themselves moving from plant to plant and not from state to state. I had one institution tied into one of the major auto corporations and it had a video tape program that it delivered to those sites. I don't think it sought approval from a single state because it was simply handling yet another corporate site. It had not even entered its mind. It was not advertising for students, it was just a corporate thing that was going on. It took a year and a half to finally get all the state authorizations in order, and in fact it pulled out of a couple of states because it was clear that it was not going to get authorization there readily. But I think that's one issue. We watch particularly when an industry links up with an institution to do some in-house training. Maybe some of the other corporate folks have experience with that or understand that perspective. But that's where some of your operators begin to move into a state without ever going to the state to find out whether they need permission.

FREEBERG: There are traditional players in this area too. Churches do this regularly with distance programs.

GOLDSTEIN: It's fine to say that you will regulate, but you can't do it. You can't stop a satellite signal at the state border. There isn't the ability to control this state by state, both for reasons of technical capacity and for legal reasons.

BENSON: Corporations care whether employees' needs are served, not where the satellite signal originates.

KRECH: The problem has been stated, and I want to restate it. There are two outcomes, one is learning, the other is the piece of paper. An entrepreneur in South Carolina found small companies the easiest to recruit. Education officers in these companies took what he offered because he gave their employees baccalaureate degrees, and, therefore, they had done their jobs.

MILLER: We have looked at the issues at the state level; now we'll look at two perspectives on a particular state.

MARCIA BANKIRER
ASSISTANT ACADEMIC VICE-PRESIDENT
DIVISION OF CONTINUING EDUCATION
COLORADO STATE UNIVERSITY

I will look at the institutional assumptions and policies with a program that operates within a state, then statewide, then nationally.

Let me give you the historical background. Colorado State University started the Colorado SURGE program in 1967. SURGE stands for State University Resources in Graduate Education. These are basically candid classroom tapes. Courses being taught on campus. Videotaped at the time of class, and those tapes are shipped out daily. Back in 1967 we were on one inch reel-to-reel video, very unreliable, with lots of problems. The program started to basically serve the needs of local Colorado employers. Lionel Baldwin, who you'll meet later tonight, was the founder of SURGE. Then, as you'll see, it became evolutionary and moved into NTU. Because of the Colorado geography, videotape was the medium of choice. Satellites were nonexistent as far as educational use in '67, or at least thought of as absolutely improbable. The mountains gave us a bit of a barrier. Ft. Collins, although it looks on a map as though it's on the front range, is beyond a rise so that you can't reach Denver by microwave without several hops. So videotape was selected.

SURGE has given us 23 years of research, and we compare the on-campus students with the off-campus students every time. The program started on quarters and then moved to semesters, so every year a good bit of research is done. But we don't consider that a good comparison because we're not looking at outcomes, we're looking at grades. We do that for our faculty because the argument to keep showing them is that these students perform better than the on-campus students. But it's not something that we call research. We do have some good examples of research that has been done on the SURGE students and our other telecourse students, but we have a track record of comparing the off-campus students and the on-campus students.

Some of the evolutionary changes that have taken place in hardware have been amazing. We started with one inch reel-to-reel and then went to 1/2 inch reel-to-reel; but it wasn't reliable, and we had a lot of breakdowns. Then we moved to 3/4 inch cassettes, and now to VHS, and we are now shipping approximately 800 tapes per week to business and industry sites.

In the 70's we began with correspondence study. The Center for Continuing Education was established in 1972 at the same time that the Colorado Commission on Higher Education came into being. SURGE predated our state regulatory system, so we didn't have boundaries to deal with in 1967, and the program became grandfathered once the

commission came into place and started setting up territories within the state. As a land-grant institution we did have state-wide responsibility for several subjects--agriculture, forestry, and engineering--so we were grandfathered in to serve the state with our SURGE programs. Early on in SURGE we added the College of Business and the College of Natural Sciences programs, so we offer an MBA by videotape. We used the definition of physical presence as a warm body, so as long as there were tapes going out we didn't have a physical presence problem.

In the 1980's we started producing telecourses. We make a distinction between SURGE teleclasses--classes in candid classrooms--and telecourses as those that are studio-produced, full-blown, packaged productions that have a longer shelf life. So we started getting into more video production. Out of SURGE came AMCEE, The Association of Media-Based Continuing Education for Engineers. AMCEE was a consortium of 33 engineering institutions all doing video-based instruction, but AMCEE was strictly non-credit. As AMCEE grew and the use of videotapes in business and industry grew, many of our tapes were candid classroom courses packaged for noncredit use; but they were obviously for-credit courses. Business and industry started asking to have the courses for credit. So Lionel decided to do a feasibility study and see what it would take to put together a national degree consortium. Out of that came NTU, gave us our national audience.

When NTU was first started we had a lot of institutional issues, with the faculty saying, "That's competition for SURGE. They're going to take away our students." We also had questions from other institutions who were not members of NTU or AMCEE saying, "Aren't they taking away your students?" Indeed, NTU gave us more students; it gave us a national audience. But that brought up all kinds of questions on-campus, in particular with our curriculum committee. Suddenly they were saying where a course is taught has something to with its curriculum. They didn't want to review every SURGE site to see if it was going to change the way a course was taught. Over the 23 years of SURGE, the program has participated fully in all of our accreditation visits. ABET, AACSB, the North Central Association accreditation, and our SURGE sites within Colorado have also been visited by all of our visitation teams. Not every site, but the sites have been visited. So we do maintain that SURGE is as accredited as the institution is.

The issues that come up on-campus within the institution are all the same questions that you deal with daily. "What do you do about library resources? What do you do about advising students?" Over the 23 years, again, we've seen evolutionary changes in how things happen. There have been a lot of questions: "I need to have interaction with the students. They can't be learning if I can't see their eyes." But again, over 23 years of working with the faculty, we have found that they soon learn. We take the ones who want to work with us and make believers out of them and then they get more believers. Our engineering dean now says he no longer interviews faculty

candidates, he auditions them. When we started doing some work with Jones Intercable with telecourses and our production courses, that also moved us out into a more national audience. Actually it was because of NTU that we started looking at a national audience for our MBA. Once NTU began offering five different masters degrees in engineering, they had a number of questions from engineers who wanted MBAs. Also many of our MBA students in the SURGE program were engineers going on into management positions. Lionel Baldwin started looking at the feasibility of a national MBA, but the NTU board said "That's not what we're about, we're a technological university. We're not here to grant a generalist's degree." But Lionel had already started talking with several corporations and they were excited about having one degree that they could approve for all their corporate sites without having to review every time a student wanted to take an MBA. So those corporations started talking with us. We had a new dean in the college of business who was more forward thinking in going after this national audience. Our former dean in the college of business had supported SURGE, but felt that for the college of business it could be done in-state only. We always thought that was some sort of regulatory mandate; as soon as he retired we discovered it was his mandate and we were not restricted to be within the state lines at all.

We started moving out, and Jones Intercable gave us the impetus to go out to that national audience. That now creates some really interesting problems. With the SURGE program we were never very aggressive at going out-of-state. Then when NTU came along we let them handle any out-of-state operations for SURGE. We would regularly get requests from other states, "Why can't you do it here?" We always stepped back and said, "ask your local host institution or your state governing body to send us a letter of invitation and we will be happy to come in." We did receive several of those. We had an installation of Hewlett Packard in Loveland that was moving a whole division to Marysville, Washington, and we had students who were caught. They had too many credits to transfer to an institution in Washington, and too much to do to finish their degrees otherwise. So we followed them to Washington. We also had some engineering students in Patell, Washington; our agreement with the Washington institutions and the graduate center at Patell was that we would take care of those students until they got their distance learning program going. Once they had their programs going we pulled out of Washington and Patell.

We were somewhat reluctant to go out of state. Our faculty do make site visits and so moving them to an out-of-state audience really did scare them. However, with the MBA going nationally, and Jones coming forth, it is going very well. What the faculty gets are some additional support services that are now enhancing their on-campus teaching. We surveyed the on-campus students who sit in the classrooms as far as their satisfaction with the courses and we really thought we would find them saying they would rather be in a regular class. In the SURGE classrooms there are buzzers going off when the class is supposed to start and when the class is supposed to end.

There are TV monitors that they watch. We've removed the blackboards or whiteboards, we've encouraged the faculty to use the overhead cameras; they have to watch the TV monitors to see what's going on. The rooms are lighted and air conditioned differently and we thought the students would say that was a hassle. But the on-campus students say that their SURGE and their tele-video instructors are better prepared and they prefer those courses. So again we have some of that research going on.

In the next issue of the American Journal of Distance Education, there will be an article on some research we've done in which the instructor of a telecourse in teaching methods called Advanced in Instruction has experimented with several ways of teaching that course and made comparisons by doing outcomes assessment. He taught the course strictly as a telecourse over our local PBS station with little or no student contact with the faculty member. He offered the course on campus using the videotapes with him in the classroom when the tapes were shown. He did it on campus with videotapes shown when he was not in the classroom. We have done it with the Cherry Creek school system and the Jefferson County school system where we had over 100 teachers all taking it at once. In one group they took it individually, in another group they took it in groups of about 30 teachers at a time and have compared outcomes with all of those. Basically, the students that studied on their own in the broadcast telecourse did better than the students on campus with the faculty member in the room. They were more independent learners in Bill Tinson's words. When they had a question they went out and found the answer. The on-campus students, both those with the videotape and the instructor teaching live, and those who saw the videotapes without the instructor in the room but who knew where to find him, went to him for answers.

MILLER: Has that kind of finding had any effect on institutional policy?

BANKIRER: Again, the curriculum committee started questioning things when they saw we were going to have a national audience for the MBA in particular, but there aren't any real strict policies in place as to the use of telecommunications. The curriculum committee does now review courses. For instance, in the past if we used one of the Annenberg courses, such as ECON USA and the department chair said it was the same as ECON 102, they took the department chair's word for it. But suddenly they started questioning whether it was really comparable to the on-campus class and they started asking to review it. When we review a course in the curriculum committee we look at teaching methods, in this case video as a teaching method. So they now do a review before a course number is assigned to a video course. That does not apply to the candid classroom video courses. Those are the courses. They've been reviewed and the same course number is used both on- and off-campus.

Something that Tim might talk about is that in our statues within the state of Colorado, there can be no indication on the student's transcript that a course was taken any other way. If the policies and procedures are followed to assign a course number, that is the course number, no matter what. As a result of some of the innovative teaching that is going at Colorado State, any of our innovative faculty, of which we have quite a few not just in the media-based courses, we have what we call a unique title. That is a title that can be given to a course for a semester, and can be used up to six times but is reviewed each time it's offered, that puts that title on the student's transcript. So rather than a workshop or seminar or group study, the student's transcript will say Economics USA; or more likely the specific title - "Disciplinary Teaching in the Subject Areas." But that came as a result of some of the innovations that our clientele wanted to see the transcript reflect what was being done.

One of the other issues that has been influenced is the tenure and promotion process. As in any institution, that process is governed within each academic department. What goes into the instructor's portfolio is really up to the department as to what they review. But our provost did send out a mandate saying that distance learning, computer software programs, video productions should be considered not only as publications but as teaching. The research related to distance learning is indeed research, and serving the off-campus student is service. We work with the faculty to make sure they include what they do through us in their tenure and promotion packets. Again it is individually reviewed. So if you have a very traditional committee, and within most of our departments everyone at that rank or above reviews it. You still have the traditional faculty members saying "...no, no, no, that really shouldn't count." But at least we have managed to encourage them to include it in their portfolio.

MILLER: We'll go now to Tim Grieder. Tim, from the point of view of the Commission on Higher Education, how do you deal with the issue of an in-state institution going beyond it's traditional service area; or how do you deal with an institution that's going outside the state?

TIM GRIEDER
DIRECTOR
CONTINUING EDUCATION & EXTENDED ACADEMIC PROGRAMS
COLORADO COMMISSION ON HIGHER EDUCATION

Well, really, I think what Marcia said affects other state agencies more than it affects us. Colorado State is one of the premier institutions in the state of Colorado. We gave them a statewide license for the SURGE program. That was in the days when we thought that technology needed to be encouraged. We opened it up and said "Anybody who wants to deliver education from our state institutions throughout the state may do that, and we encourage you to do it and the service area boundaries where we carved up the state were not to be considered a barrier." That has been modified somewhat over time, where now we ask that institutions do a clearance when they go into somebody else's service area and that they either notify them that they are coming or it could be a duplication of something in the local area that they get permission to do that. Strangely enough that works very well. You might say that you'd expect a lot of denials "Don't come into my area with that." And that hasn't happened so that's worked very well. I don't think we have a problem of encroachment within the state.

MILLER: What about when Colorado State decided to go national? Was that an issue?

GRIEDER: No, we haven't been asked! We do have a statute that relates to institutions going out of state in the more traditional way. That is they have to get the commission's approval to take a class into another state of the traditional variety. I guess it's following the project ALLTELL in reverse where there's no physical presence, it goes out on a cable system or something like that. They haven't asked us whether they could do that. I've thought about whether this is going to explode on us sometime and make everybody look bad and so I don't know whether it ought to be raised as an issue or not. I guess my predisposition is to assume that it's somebody else's problem. Its going into some other state and let them make the problem.

BANKIRER: One point you made there is that continuing education is cash-funded, so anything going out on SURGE is supposedly not using any state dollars, we're not generating any FTEs, the tuition covers the costs of the program. Counter argument to that is that it's the on-campus class that's being videotaped. We couldn't do it without state support, but is that state support then being expended to an out-of-state audience? That is a question that hasn't been raised yet.

EVANS: Tim, I think it is your problem. In Pennsylvania the State Board has given me permission to recognize a program coming into Pennsylvania based on approval in the state of origination.

GRIEDER: Well this is one of the "premier" institutions in the state and it is accredited and sanctioned in every possible way. I don't know what else the state could do to certify that.

EVANS: You could look at it.

GRIEDER: You want us to come to Pennsylvania and look at it?

EVANS: No, but you could look at it in Colorado, which you haven't done.

KELLY: One of the things that interested us about Colorado is, what if you have an MBA program you're sending to another state, but there were 800 other institutions developing distance MBA programs, all wanting to serve those students. All institutions, even accredited ones, want to make money on enrollments. I feel I'm in an untenable position when I get calls asking whether an institution is legitimate. If institutions feel that having 50 states with 50 different restrictions is a problem, let me tell you that having 100 to 200 different institutions with similar, often competing degree programs, serving students in the same area is a similar problem for me and my counterparts. How can we find a way, particularly using technology, to maximize those few really superb programs, and be able to say "These are the programs we think are really good distance learning programs, and we urge their use."

CROW: If, in fact, it's true that there's going to be a winnowing out (and I'm not quite sure that I see things that way but you might be right) and if in fact it's true that we have a competitive educational environment, then in that winnowing out process, I think we ought to confront the fact that the accrediting associations may make that playing field uneven. I think right now among the regional associations there are dramatic differences of interpretation about how to deal with distance learning and whether to encourage it or not to encourage it, whether or not to allow it to go on in their institutions. That's going to play a very significant role, probably, if, in fact, we have institutions in regional associations where the standards or criteria are meant to harness or restrict experimentation or innovation, or even distance learning. Then, I think, suddenly the accrediting associations will have started to play a rather critical role in this winnowing out process in a way that we might not fully understand. It's not lost on me that people from other regions are talking about picking up Colorado State's courses and NTU's courses and that those are located in North Central states. It's not lost on me that there other operators who want to move into distance education, who for a variety of reasons, have decided that North Central is the place that you locate. I'm not comfortable with that. On the other hand, I'm not sure that

as regional accrediting associations we're making very much progress in trying to come to terms with what is right now increasingly becoming an uneven playing field. It's possible that North Central at this point is more amenable to some of the distance delivery; it is also quite possible that we have signed off on some stuff we never should have signed off on. I'm willing to agree that every time you take risks you sometimes make bad mistakes. I'd like to think that we could learn from those mistakes that we've made. But the broader context that I'm concerned about is that unless we can begin to see this as a national phenomenon with a national marketplace and realize that within each of our regions there are institutions who should have the opportunity to play in that national marketplace, we are, in fact, going to start to shape the competition in a way that we (at North Central) are not equipped to; to start accrediting national institutions and feel comfortable about what's going on everywhere. That's not how we started out, that's not how we're staffed, and I think we'd have to become a dramatically different agency if there were a sizeable number of national institutions and we were looked at as being primarily the deciders of quality. Colorado doesn't seem to care if it goes outside the borders. We certainly should have some kind of say about whether it's good if it's going outside the borders. It's almost a broader task than we can handle. I think that if we start to share this among all the regionals, and there is some agreed-upon understanding about that, we're on better ground. But I don't see that right now, and I'm concerned about it.

REILLY: Let me try to make clear a couple of things that have been said about markets, turf, and consumers, and talk a little bit about why regulators regulate. I think there are two fundamental instincts in operating state regulation. One is turf protection. States have immense investments, especially a state like New York of state resources that have been put into their state university systems. And, in a state like New York, into their private colleges and universities. There is, I think, some fear from state people and people at those colleges and universities who are involved in traditional classroom instruction. "What's going to happen if all our students start not needing to come to this wonderful, expensive facility we've got, with all our professors here?" That may be an unrealistic fear in many ways, but it is a real fear and it translates into politics. The other part of turf protection as I see it is a kind of state's rights issue, that is, a jealous guarding on the part of states of rights and prerogatives that they believe they have and they believe they should not be willing to turn over to another state, or to a voluntary membership accrediting agency, or a to corporation for that matter. My own feeling is that the turf protection instinct is largely misguided. They should not let it take over the way they operate, but it's part of the politics in which they operate and they need to be able to deal with it.

On the consumer protection side, I think states do have a legitimate interest in seeing to it that their citizens are not defrauded or otherwise abused in higher education. The question is how to guard against those kinds of things. As Al was saying, the people who are doing that stuff are not here; they don't come to these meetings, they

don't get invited. Many of you probably don't deal with them, you don't talk with them. You read about them in the newspaper when they get convicted of something. We deal with them and talk with them quite regularly and have to make decisions which are legally binding about what we're going to let them do. If you have any doubts that they're out there, talk to Hank Spille and read his book on diploma mills. I like to think of the purpose of state approval in New York as being to make it easy for the good distance learning institutions to operate, and to make it hard for the bad ones to operate. I think the best way states can do that is to have in place some strong, comprehensive, fundamental, generally written laws and regulations, but I haven't heard anybody advocate that states get weaker laws and regulations. I hear a lot of grumbling from people about why do we have to go through this process, but I really never have had somebody come up to me and say, "You really ought to have weaker laws in this area." I think we need to have strong laws but we need to have them generally written in a way so that intelligent, balanced people who get hired by the state can apply them in an intelligent, balanced way.

I'll give you an example of what I mean--Regents College. Regents College does not have a faculty that teaches. Now according to some standards in some states and elsewhere, people say how can you can have an institution where its faculty doesn't teach? We have a regulation in New York that says that faculty has to be adequate. We made, I think, an intelligent decision that for the purposes, objectives, and mission of Regents College and for what they do, the faculty they have, the faculty is entirely adequate. I think that kind of intelligent, rational decision can be made in a number of states on a number of occasions. I think the laws and regulations we have, we wouldn't need if everybody is dealing with NTU and some of the others. That is, we have the laws and regulations in place largely because not everybody who approaches us is fully licensed in the premier state of Colorado, is fully accredited by the premier accrediting body, the North Central Association, and then goes through the other filters such as the large, smart education operation that Kodak has, and has people like Frank Vullo to say we've made a third decision that these people are good and they're meeting our needs. The laws and regulations have to be in place because there are a lot of uninformed people who are going to get abused and have been because the laws are not there. What this meeting can do is to help us, the state regulating agencies, come up with some ways that we can apply strong laws in an intelligent way to encourage the good institutions to come in and keep the bad ones out. Let me say one final thing - I think that there's a developing tension between the politics of exclusion and the politics of economic competitiveness. There may be a new kind of turf protection that states need to consider, that is, that states want greater access for their citizens to high quality higher education that can be demonstrably related to the economic base of the state. They're going to have to make it possible for corporations to get what they want. We don't want Frank to move to Colorado with his operation. We want to keep Frank and Kodak in Rochester. One of the ways to do that is by

approving institutions that provide what is good for their people, using our regulations to approve those in what we think is the simplest, cleanest way possible.

LENN: There is already evidence of off-campus out-of-state, or even out-of-country educational activity that supports the basic operating costs of public institutions.

GRIEDER: Well, just briefly I agree with what Kevin said and I think I should let it go at that. But, I think it should be evident that there is a dark side to higher education, and you're not part of it. But those of us who are state regulators spend a majority of our time working with organizations, not always institutions, that are the underbelly of higher education. It's not always pleasant. Some of those organizations are using various telecommunications delivery methods, and I don't think I agree with John Molnar that we're to the point of seeing a washing out. As I look down the road I see a lot more of this. It's not necessarily just television; I think there will be other things. In our own state there are people working on computer software and programs that will use telephone lines. Things like that will be hard to regulate. So the regulations that we might insist on applying to everybody really are intended for those people who are not reputable. Unfortunately, the reputable ones have to meet those also, and ought to be able to do it relatively easily. Good institutions ought to be able and be willing to meet state regulations. There was an implication in Project ALLTELL, I thought, that states should roll over and just let telecommunications be delivered anywhere. I think the implication there was that we should just get out of the way and not stand in the way of technology. I think that's not true, that state regulations will take care of the bad operators and will encourage some of the others to do a better job. If you have to meet 50 regulations, that doesn't bother me. I don't have to do it. I think you should have to do it. I don't think states are obliged to get together and say "Yes, we want to help you so we'll all follow some nice mild little regulations to make it easy on you." I wonder about the motivation of reputable institutions sometimes. Does an East Coast institution that has declining enrollments have a greater interest in Colorado students' education than our own Colorado institutions? I don't think so. Maybe so, but I want to see that demonstrated. Just a final point. Speaking from a coordinating board perspective in Colorado, rather than a regulatory perspective, we make our institutions plan for facilities and make academic plans, and we do master plans, we have new programs coming on; all of this can be made a mockery if we don't have some kind of control over what's coming in to the state through telecommunications. Somebody might say "that's just pure protectionism" and they're probably right.

GOLDSTEIN: If every state had its own regulation about instruction on a bus, what would the effect of that be on interstate transportation?

MILLER: In the next segment of the program we will focus specifically not just on the regulatory issues but also the educational issues, especially as they affect the student and the client. To get us started, Frank Vullo from Eastman Kodak is going to talk about the issues as he sees them from the corporate client's point of view.

FRANK VULLO
DIRECTOR OF ACADEMIC AFFAIRS
EASTMAN KODAK COMPANY

Let me spend just a couple of minutes telling you some pertinent things about why we at Eastman Kodak are in distance learning education. I was thinking about that in preparation for this for quite a long time and really the bottom line is very simple. We are very client-oriented and the real reason we make distance education available to our engineers is because they want it. Just very simple. They are asking for that, not I; it isn't the corporation that has decided to do it because it makes good sense - it is really our technical contributors who really want it. And as long as they want it we will make it available to them in some way.

But in thinking about distance education, what we're saying as a very large corporation we have not only our headquarters but really some of our very largest manufacturing facilities in one area - its in Rochester, New York - just like Albany we have two seasons - snow season and road construction season - but we are served in Rochester New York by some very, very fine educational institutions so it isn't really a question that we have no universities that can serve us in Rochester, New York. We are served very well by the fine educational institutions that we have. But the bottom line is that we are very large and if we want to survive in the 21st century we really have to be good at everything that we do. I'm here to tell you that there isn't a single educational institution in the country, perhaps in the world, that could really serve all of the needs we have.

I do not believe that we are unlike many of the large and medium-sized corporations that we have throughout the US. We have to be good in quality, we have to be good in manufacturing, we have to be good in engineering, we have to be good in distribution of our product, we have to be good at marketing, we have to have electrical engineers, mechanical engineers, computer scientists, information scientists, imaging scientists, statisticians, all of them at cutting edge if we really want to survive. and I'm only naming one percent of what we really have to be good at. We have identified a core of technologies that we really need to lead in. and no single educational institution is going to be able to help us with all of our needs. But even as I told you earlier, even if we DID find that single educational institution that would be good at all the things that we really want to be great at, it just wouldn't make any sense to allow a single educational institution to do it all for us. Diversity really serves us very well. So I think you can understand now why we are very interested in consortia and why we believe we are being served very effectively by at least one consortium. That does not necessarily mean that we have stopped doing business with a variety of educational institutions and, clearly, we spend a great deal of money with our local educational institutions. Take my word for it.

So let me tell you what I believe large institutions really need. They need quality. They need and we need courses and programs that ARE very high in quality. Our engineers tell us that they need the very best courses and the very best programs delivered in a convenient manner. I was surprised by that when we first got into distance learning because when we first polled our engineers I was shocked to find out that they preferred video tapes or distance learning through TV to live programs. One of the reasons, not the only reason, but one of the reasons that they preferred it was that it was far more convenient. We're talking about now, engineers or technical individuals who are working 60 - 70 hours a week perhaps only 50 - 55 hours a week. and to save two hours or one hour just driving back and forth to a school means a great deal to them. So convenience and flexibility is something that they need, quality is something that they must have and we're now beginning to understand precisely why variety is extremely important. There are some very fine resources in all of our educational institutions in the US but as you know there's really a very minute or a very finite resource in just about every university that makes graduate level courses available to students. Generally speaking, if you attend a particular university at the graduate level you generally get a very finite number of courses from which to choose from. Invariably the students will always the very best of whatever is available to him or her. With the consortium that we're using, instead of adding three, four, five, six different courses that will be available to me as the student, there are times when we have 20, 30, 40, 50 different courses that are, in fact, available to the student. Invariably, the student will always select the best course and it's got to satisfy a number of requirements. But clearly some of the requirements that it will satisfy is that they really need that course because what the student wants is to learn something so that he or she can apply it to his or her job either immediately or within a very short period of time. They will always select those kinds of courses. and that's where the payoff really comes in for a corporation.

When we have looked at payoff, when we look at whether we are getting our money's worth - and believe me, we do look at that - and when we've asked our employees to tell us how they're utilizing that particular course or that particular degree program at the job - because we look at this as an investment - we find a difference between the employees who take courses and programs through a consortium when they have 30, 40, 50 courses available, the payoff for us is always a great deal larger and what I mean by that is that the students save Eastman Kodak Co. more money if there are more courses available to them then if they only have a finite number of courses available to them. So variety truly is extremely important to us. and finally the students want to take courses and programs from the very best schools, from the very best professors, that's really the most important thing to understand, from the very best professors in the US and perhaps the world if you push it just one step further.

I'll give you a couple of examples - because of the consortium that we're using, there are a variety now of universities that have professors that are very well known not only in Rochester New York, but clearly well known to the day students who take courses let's say at the University of Massachusetts, or if they take it at the University of Maryland, or Colorado State or the University of Minnesota or Purdue - we use all of them. and we use many more than just the ones that I've mentioned. But the one that really is very impressive to me is a particular professor from the University of Alaska. That really truly does have a following among our employees. Many of our employees will take engineering management from the University of Alaska because they think he is truly a cutting edge, he is really a wonderful professor, and he has a following. Without the consortium, we would not have the University of Alaska available to us. We wouldn't dream of establishing some ties with a university that is clearly thousands of miles away from Rochester New York. So, best in the country, best in the world, really make a tremendous difference to us.

Finally, just a few comments about the kinds of things that really frustrate me right now. We're very happy with the consortium, there's nothing that really frustrates us in this particular area. The only area that's frustrating, although this meeting today has served to at least allow me a better understanding for the frustrations that I have, I believe that we really need to question the role of accreditors or state agencies. What I mean by that is that we really need to better understand what is it that they're really trying to do. Perhaps if I can offer you something, I can offer you the fact that at Eastman Kodak, and I'm sure is true at many other corporations, we're becoming very good at trying to understand what really needs to be done. Because if we're doing things that no longer need to be done we stop doing them because we can't continue to do everything for everyone whether it's needed or not. So we evaluate each and every project and only work on projects that really need to be done.

As I refer to the role of accreditors or state agencies, I think we need to question what it is that they're trying to do. Is this role a traditional role or does it really make good business sense, or does it really make sense to continue to do the things that we're doing. As I told you earlier, I have a better understanding today based certainly on your input, but specifically I think we need to ask ourselves how do state agencies add value and specifically, if the educational institutions operate legally in another state and if that particular educational institution has already received accreditation both in the state and by the five accrediting agencies. This is the area that I find very frustrating because I would like to better understand why we're spending time, perhaps, trying to accredit a consortia that is operating legally within a particular area and legally within one state. and we're dealing with a consortium that does not hire a faculty or at least does not have its own faculty. We use faculties from some of the very fine educational institutions that we have in the country. This is the area that is still very frustrating to me. I'm going to stop at that because I could continue and go on and on.

We have evaluated several times the quality we get from NTU which is the consortium that I was referring to and the quality we get from a variety of educational institutions throughout the country. The consortium came out well ahead. and we have made this information available privately with all the deans of all the colleges that we deal and we are helping them improve the quality of the education that they are providing us with. These kinds of activities are really helping immensely.

We look at grades only superficially because we look not only at the quality of the instruction but the information that is provided to the student. In many cases we did find that the courses and programs were not truly at the masters level with the local educational institution. With the consortium they were at the level we expected them to be.

That's the kind of help that we're providing to the local educational institutions. As far as losing business, its just not the way it works. In my opinion, if you make educational opportunities available through a consortia, that will generate additional business for the consortia as well as the local education institutions, because when the individuals begin to understand that - this course or these courses are very helpful to me with whatever it is that I'm trying to accomplish - there will always be more people who will take courses both at the local educational institutions and with consortia to be at cutting edge. Because that is truly where most of our people want to be.

We find that some of our individuals will take a degree program at the local educational institution but if they're doing digital signal processing and they know that there is a professor at the University of Arizona who is doing cutting edge work in this particular area that's where they're going to take this course from. and we like it for that.

We've got to be very good at learning to do only what we really need to do. Stop doing the things that don't really make sense doing because you're not really helping, you're probably doing just the opposite. I'm not advocating that we stop doing all the wonderful things that you're doing - I'm advocating that we look very carefully at accreditors, both at the state level and at the agency level, and allow these people to do what it really truly makes sense doing. I believe that to spend a tremendous amount of time trying to walk through the current consortium, through accreditation lets say, in the state of New York or in the state of New Jersey or in the state of Maryland just makes no sense at all. But policing a particular university that's operating in South Carolina or in the state of New York, perhaps makes a good deal of sense.

STEVEN CROW
DEPUTY DIRECTOR
COMMISSION ON INSTITUTIONS OF HIGHER EDUCATION
NORTH CENTRAL ASSOCIATION OF COLLEGES AND SCHOOLS

I'll start with one caveat. I am not the spokesperson for the accrediting world. In fact there are other spokespeople here and I'm expecting that if I say something outrageous or outlandish or perhaps just representing the North Central Association that people will get up and make clear where some differences of opinions are. As I thought through some of the issues - I've already mentioned one and that's the changing nature of the institution - and I think that presents a very significant problem to us as institutions and programs take on new coloration, new forms, and whether we are going to try to force them into a certain kind of mold. Make them look like a college, make them function like a college, and I'm talking in the traditional way. But if we're talking about giving some sort of assurance of quality and we're not going to base that solely on paper then it seems to me that we revert to what is the key basis of the way we do our work and that is to get people into the field and they look at it. It's called the site visit. And the whole accrediting process and a lot of state regulation processes are based on site visits. And I think they have a very significant role. Primarily it's to find out whether we're being told the truth. They can tell you anything on paper, but at times, I mean if we're going to get the bad actors we're going to get the folks that say we've got adequate resources on the end of this thing but you show up and find out that it's pretty inadequate. Or you show up and find that the students don't even know the resources exist or they've never even been given a library card to get into their library that supposedly has the resources, or that the collection there doesn't even support the program. You bet there is a library. But it doesn't support this program that's being delivered to them. I think that the accrediting associations are going to hold as almost a key item of faith that the way we have to do our work is through some sort of site visit. Now we've stretched already to try to accommodate branch campuses and off-campus operations that have a fairly significant group of people at any given site. We've decided that we can feel comfortable with a sampling technique - although different regionals have different definitions of how big the sample should be. There are times that North Central will say well we'll feel comfortable with the ones operating in our region but we'll try to get to the ones operating outside our region. So that we'll show that we have been there. But I will tell you, with the newest models of distance learning, with the NTUs of this world, there is no way on God's earth that the site visit is going to go to every site. Or we're going to have an accrediting process that is so inefficient and so expensive that the very weight of the process in and of itself will make distance learning very difficult. So it strikes me that one of the key things that we have to do is to come to terms with how we use this site visit process and still be responsive to some of the changes of distance learning. And in fact what we're going to have to do is to experiment. The last visit to NTU was an

experiment. We decided that, for heaven's sake, if you can put the course out over television that maybe we should be able to conduct an interview over that same medium. And we put the team in the CSU studio, and I think it was three hours, they talked to faculty at other institutions, participating institutions. We conducted a site visit but we did it through a modern technology. First time it's been done as far as I know. I'm not even sure we did a very good post mortem on it to find out its effectiveness although the team said it worked okay. Increasingly teams are finding that they are going to have to sit down and use the telephone. But they're not very comfortable with that. I'm not sure whether they're very comfortable at sitting down and doing interaction on a computer. The point is once the students get distributed, then it's very hard for the accrediting process to be very student-centered through its normal process of the site visit. And I think we're going have to learn some new ways to try to confirm that what an institution says is available to that student is in fact there.

Site visits are a problem too. If, in fact, the site is the end of a computer in someone's living room and we've got a model that says we've got to have site visits, then we've got a real issue about how we're going to conduct this thing. Or else we start to say a site consists of a place where x-number of people get together and suddenly we started to define the way in which distance education can take place in an accreditable entity. I think that presents a very interesting problem for us.

Let me give you another example. I do have an institution that offers a master's degree via video tape but there's an assumption that there are some support services at the end of that. The team that started to talk to some students about this master's degree on a video tape would say "now we're being told that you have access to appropriate library resources to help you with this. Tell us about that." What they found out was that the students didn't. And they didn't know where to go and they didn't use them. Now I'm not talking NTU, but I am saying that once you run into these things, all of a sudden you're loath to give up the site visit because you might find the very places where there are problems.

My feeling is that we don't have a very strong consensus within the accrediting community in terms of what's an appropriate sampling law. I knew one institution that had 50 sites and that regional decided they had to visit more than half at the expense of the institution. So they had 25 sub-site visits going on to try to deal with that. Now that's fine except, unless we're going to add a lot of staff, and shoot up the whole cost of the accrediting process, we're really not going to be able to put that out into the field and to fulfill the end of a perceived responsibility. The second part of this, as I see it, even if we get ingenious about how to do the site visits, and I'm convinced that we can get ingenious about how to the site visits. I think we're not trying very hard if we can't come up with some other solutions. The second challenge that I have is to find the right folks and the people who in fact know what they're looking at. Because

if there's one thing I'm absolutely convinced of, it's that distance learning has yet to really pervade the mind set of most institutions. It is still something done by them, maybe, but it's over here, it's frequently put in another department altogether, oftentimes has it's own little catalog, and yet the bulk of our team members come out of that traditional part of the institution. Now we can, in fact, suddenly say that we're going to bring into our CE corps x-number of folks in continuing education, x-number of folks that know something about distance learning, I've got to make sure that somehow they have some agreement about what constitutes good practice in distance learning and I have a sneaking hunch that agreement isn't there yet. And so now only do you run the risk of finally identifying someone who supposedly understands it, but you put them out on a visit and find out that their perception of what's good practice and the institution's perception are in direct conflict and then you've just politicized the whole visit around the issue of distance education. How we're going to deal with this; I think different regionals will deal with this differently. Some regionals put out very large teams and if there's a distance learning component they'll have an expert or they'll try to identify someone who can understand that. In the North Central Association we tend to put out smaller teams and we want them to be generalous. Well, at that point, whether I've got someone on that team who can fully appreciate good practice. What scares me the most is that I'll send out a team that will sign off on a distance learning program based on student satisfaction questionnaires - and as long as the student's happy then it must be ok. And I'm sorry, I don't think students always know. I think they settle frequently for less than what they deserve because they don't know that they should be asking for more. And anyhow it's not available on this program. And so I think that my second challenge about this site visit is that amount of time it's going to take the accrediting world to get some people up to snuff on good practices, on things we should look for, on where issues are, and how we can be creative in interacting with our institutions when we visit them. But if anybody is starting to look to the accrediting association as the guarantor of quality in distance learning I think you've walked smack into a very interesting problem that we have in terms of trying to fulfill that set of expectations. And I, unless we start to change some things, I'm not sure I know that we're going to be as capable as quickly of fulfilling that set of expectations short of simply saying starting to put some confining parameters around what we'll allow to happen. And those parameters are going to stop some experimentation, and they're going to stop some very important initiatives in distance learning and we're going to stop them because we simply don't know how to deal with them. Now that would be frightening to me if that's how we end up having to do it, but if we become the folks who are supposedly carrying the weight of this, I think that's going to be one of the responses.

CROW: I found interesting last night - I never sensed the connection between distance learning and access. I mean I understand the claim about the need for access and the changing demographics. One reason why I think distance education is becoming as important and as popular and as mandatory that we respond to as it is -

is because of people like me. The people who are over 35 and less than 55 and want education where I'm working now. And we're the folks that consume NTU. That's not got to do with the kind of demographic shift he's talking about - that's got to with an aging baby boom population who simply don't want to take time to go back to a campus but continue to need educational services. And I think that the whole boom in adult learner programs - my God, we've discovered the adult learner in the last five years and they're everywhere - and not only are they everywhere but they're very demanding about what they want and when they want it and how quickly they want it and how efficiently they want it. I think that's the pushing force for the growth in distance learning and we haven't even started to investigate its ramifications for meeting the broader social challenge that we see coming up in ten years. At least that's my sense.

LIONEL BALDWIN
PRESIDENT
NATIONAL TECHNOLOGICAL UNIVERSITY

I've enjoyed our program today very much and I found the discussion and the many points of views very stimulating. Towards the end of the day I felt that we were converging to some meaningful action plans and I look forward to discussion tomorrow. The early program announcements were entitled emerging critical standards in distance higher education, but the final announcement talks about what I think is a softer and a broader issue - that is emerging critical **issues** in distance higher education. This is, in fact, the way in which we've approached it, not just focusing narrowly on regulatory issues but thinking more broadly about what is involved in serving this non-traditional student body.

(Following a brief overview of NTU today, Baldwin discussed the National Technological University as a case study of a national distance learning institution.)

I'm going to give you the promised case study and how we've fared to date in this world of American and Canadian state and province regulation and accreditation. This will be a very personal view.

I believe sincerely that NTU has generally received very excellent treatment, in fact I believe very sensitive treatment, both from the regulators and the accreditors and I'm very grateful for this. It could have been otherwise. When NTU was a very fledgling and tender idea, nothing much more than a great thought and promise, we were very short of staff and very short of money and we didn't have the resources that would have been necessary to fight unnecessary and costly battles. Also, I think our timing was very good. We were very fortunate in the fact that as we had planned the program after a two-year period and the word had gotten around in a few circles while it was just a plan, we were invited to participate as case studies in the project ALLTEL study. As I recall there were perhaps four or five distance learning operations invited to participate as a case study in project ALLTEL. We completed the forms and were interviewed by the team working on the project, and that led to a number of fairly basic decisions on how we would go about our business.

Out of the ALLTEL study and experience we had in the discussions with people involved in the regulatory and accreditation issues, so we made some quiet decisions which I think have served us well. One was that since we were physically in Colorado, we have behaved as a Colorado university. That's where our physical presence was, and only there, and that's where we would seek our authorization. Being in Colorado we would naturally seek North Central accreditation. We would be open and very visible in higher education circles, and respond with all the information that was

requested by anyone anywhere. But if push came to shove we would be willing to argue for the freedom to use and deliver instruction by telecommunications. After all, the degrees were going to be awarded in Colorado.

In 1984, after NTU had been incorporated and before the instruction began, we sought Colorado Commission on Higher Education authorization. And here, with Tim Grieder's help, we finessed the first chicken and egg problem. It turns out that the CCHE will authorize accredited institutions, and that North Central expects that you will be authorized before they accredit you. So while someone blinked, Tim found a clause in the statute that enabled him to give a letter of temporary authorization to NTU.

On the basis of that we then proceeded to write to North Central where Ted Manning and Steve Crow counseled us on how to file the initial papers. On the basis of this, and before instruction started, they informed us that there was the probability, the potential at least, that NTU could become an accredited institution. So we proceeded with the instruction and started the program with eight universities at the time. We requested our first North Central site visit in 1985 and we filed a self-study and obtained a recommendation from the team that we be accredited subject, of course, to having our first graduating class. This was to occur fairly soon. They required us, I think very prudently, to do some financial reporting and to focus on the programs that we had in place that they had a chance to visit at the time.

The first graduate surfaced on November 19, 1986 and it was an unusual graduation. We had Senator John Glenn speak by satellite, and the first graduate was from his home town, Cambridge, Ohio. He received a Master of Science degree in computer engineering. He was a 28-year old graduate of Pace Institute in Cleveland who was working in Cambridge. Had done very well, but hadn't had an opportunity at that location to continue his education.

But we were now two years ahead of schedule because the program the faculty had figured would take on the average of four years, this young fellow had plowed through in record time. At graduation I found out that it was due to the fellow's strong-willed wife who had counseled him rather forcefully to get this thing done.
When we did have our first graduation then, North Central acted, and within weeks after informing the Colorado Commission on Higher Education they had done their duty as well. NTU was then accredited subject to those stipulations of reporting and we were authorized to operate on a permanent basis in Colorado subject to maintaining accreditation.

In the meantime, in 1984-1896 I was invited to speak twice to the SHEEOs; that's a rare honor. Both to the academic officers and the regulators. Once I had the pleasure of doing it with Ted Manning who was at North Central, and I observed Ted

taking a fair degree of heat for his work with NTU. There was some argument as I recall about "What do you mean, you're accrediting those guys" and "they're not authorized in our state." But he stuck by his guns, on the same premise that I have given you at the outset. I also spoke at the America Council of Graduate School Deans of ABET - the engineering accrediting society. I had the pleasure of speaking at AACSB twice and at several regional meetings. So we weren't hiding. We were trying to get people to understand what we were about, what it is we were rather than to respond on the basis of innuendo and rumor.

By 1988, NTU was more widely understood and much, much, stronger. I had sent the ALLTEL reports over those first four years to about six states who had requested information and that had always been the end of it. Enter the first confrontation. State "X" became very aggressive. I had our attorneys study the laws and statues of that state, the regulations of that commission, and once in a two hour face to face, very heated discussion, it got down to the point where I had said "Where are you going to send the sheriff with the subpoena?" That's a good question, right? If you think we're there, where **are** you going to send the sheriff? That happened to be a key issue in this statute. But cooler heads prevailed, thank God, and a compromise was struck based on factors which I observed weren't in the laws or in their regulations, but which we met. NTU had its second authorization, a rather unwanted one, and I would ask "to what end?" It was both costly and inconvenient and I felt that perhaps I was a feather on some regulator's cap.

Now, by 1989 New York State wrote us and as you all know, that approval is still in progress. I do believe it's really very important that we not focus on rigid benchmarks or process measurements, but that we continue to work on authorizations based on outcome measures. Because it's only in that fashion that the quality the learner is experiencing or not experiencing is likely to be found, as opposed to trying to measure it against measures that aren't appropriate to the situation. That's the case study. It's not too exciting, thank God, at least not yet, and I think it hasn't been nearly as bad as I been warned beforehand that it might have all been.

Just a quick word about the future. not at NTU specifically, but about distance education supported by technology. I don't think you've seen anything yet. I think we all had better hold onto our seats. About the technology, I've gone to meetings over some 25 years, and somebody's always unveiling the magic black box that's going to do everything; I've become a little cynical about that but, by God, I'm almost a believer now. There's some technology coming out that will really blow your socks off. Let me just take an example related directly to NTU. I think within a year we'll be transmitting signals out digitally, affordable compressed video of high quality that you and I won't be able to tell the difference. Once we're a digital network the opportunity to merge TV and computing is immediately on the table. In multi-media, simulations, gaming, you name it, those of you who like interactive things will certainly

have a ball with it. It'll be right there, right on-line, not on the side, right in the same box. And if you want something delivered to your desk on demand through the local LAN, it'll be possible and it'll be affordable.

JAMES HALL
PRESIDENT
EMPIRE STATE COLLEGE, SUNY

Good Morning.

Kate has asked me to summarize, observe, and set directions, to lay out our agenda for the future. Your energy and engagement over the past two days has been impressive.

Your response to the survey produced a lively and useful symposium. The reasons for that are first, that this is an excellent cross-section of participants; you are the people who can make things happen. Second, the program of the planning committee was well-designed to bring us to the point of decisions.

To begin, I'd like to put our discussions in a larger context:

1. The widespread international development of distance learning

   This movement is not just a few small experiments. There are a large number of "national" open universities, with extraordinary numbers of students. This is the fastest growing mode of higher or further education. The importance of this movement is that it is comparable worldwide to such American developments as the flowering of the liberal arts colleges in the nineteenth century; the rise of the land grant universities; and the spread of community colleges after the Korean War. Most "open universities" resemble the structure pioneered by the British Open University: printed courses, with video or radio supplements, plus some form of local tutor or advisor support.

2. The purposes of these new institutions: access, high demand, cost containment, consistent quality.

   A. Access

      They are "open" because they do not generally restrict students through a standard of admission. Rather, students must meet a standard of graduation or a standard for each course through written examinations or other forms of evaluation. All comers are given a chance to try. Faculty focus on performance and specific outcomes, rather than the more subtle and usually unarticulated nuances of the campus experience.

      Other inhibitors to access, such as physical space, limited number of faculty to teach course sections, scarce library volumes are eliminated.

B. High demand

This is the political issue.

C. Cost containment

Is critical. Once upon a time, the nation's need for well-educated people could be satisfied by sending a small proportion of its most academically talented youth, mostly male and affluent, away to four years of study. These students learned in an environment that gathered, at one place and at one time, all of the necessary books, facilities, and scholars. Since these valuable resources were limited in quantity, it was necessary as well to limit the number of students who might gather at that place at a given time. Scarcity provided an easy rationale for the university, secure behind its ivory towers, to relegate to a lower academic status those who -- because of conditions of age, academic preparation, physical handicap, work obligation, family responsibility, requirements for mobility, and yes, distance -- needed to study part-time, or in the evening, or at off-campus locations.

Today we know that meeting the workforce requirements of the nation, the needs of underserved populations, as well as tapping the talents of the vast numbers of potential students who cannot come onto the campus regularly, will require the university, or its surrogates, to reach out as never before, to find new ways to educate, to retrain and upgrade,and promote lifelong learning. Much of this will necessarily take place beyond the campus - in the community, the corporation, the union hall, the government agency, the home.

Distance education offers a means to overcome scarcity, to open the boundaries of space, time, and cost that previously limited participation in higher education. Distance learning, linked with technological tools, allows us to contemplate radically redefined services to students.

D. Consistent Quality--The issue most central to this conference.

The old issues of the seeming conflict between access and quality are confronted directly in the distance mode. Distance learning must address both quality and access at the same time. This confluence gave rise to this conference.

How can educational quality be demonstrated, maintained, assessed and regulated for programs and institutions whose modes of educational delivery easily and routinely exceed the bounds and controls of regulatory patterns developed for on-campus, traditionally offered programs?

New York Commissioner **Tom Sobol** struck the central issue in his opening remarks -- quality vs. access. He also raised issues of distance education and technology, which we will revisit.

Bud Hodgkinson set the blocks in place by letting the data speak:

-- Demographic changes present new educational problems and opportunities.
-- The spread of metro regions across state lines as the best illustration of problem of using political divisions to regulate distance education.
-- The spectre of information haves and have-nots; distance education can help to remove this gap.
-- Two key groups:
    1. The rapidly growing group of de-schooled youth, immigrants, working youth, drop-outs. Here technology may be particularly helpful.
    2. Graying Baby-Boomers, 60 million of them, are our most affluent generation. First of group reached age 25 in 1971 -- the year of founding of a dozen new institutions and programs. They have had the greatest educational opportunity ever: 70% graduated from high school, 50% went to college (2-4 year), 20 graduated with degrees. But 20 percent with college degrees is not enough to meet workforce needs. Also, workers need to be retrained, re-educated, to work longer. Distance learning is an important tool here.

The **plenary panel** was ably moderated by **Gary Miller**, who opened with a definition of distance education as follows: Distance education is learning in which there is a separation between the student and the instructor, involving the time, place, or pace of instruction, and that is mediated. Each panelist brought important perspectives to the floor. The panel discussion, however, did not sort out the quality issues by mode of distance learning. Quality issues differ as different distance modes are used. This is another elusive issue for accreditation and regulation; what kind of beast is distance learning?

1. Most common mode is correspondence.
   Issues: Validity of the course materials
   Currency of related texts
   Availability of texts to student in a timely fashion
   Appropriateness of evaluation instruments

2. Second most common mode is the video course. Usually these courses are prepared, often high-production value materials (e.g., PBS Adult Learning Service courses, National University Teleconference Network, International University Consortium). They are offered either via open broadcast, or by satellite, or cable.

3. Third most common is televised or taped classroom, either with or without a live interactive capability (e.g., National Technological University courses, campus originated classroom courses). Lionel Baldwin's presentation underscored one highly successful specialized model, the corporate colleges described by Nell Eurich, with the merging of education and training. We need to develop comparable models in other professional areas-- teaching/health, liberal arts and sciences.

4. Not common at all, but of increasing potential importance, is computer-managed, interactive courses, with or without video. This type can stand alone (and is used already for a wide range of self-instruction packages), or can be a component of all the other types.

Each mode has its own quality control issues.

The Role of Faculty

One speaker said "The responsibility for quality is the role of regulation and accreditation." That role rests with the institution and its faculty (however defined). The definition of faculty is a central issue for evaluators. Regulators can assume that the institution and faculty does its job; they can assume minimum standards, but excellence? Not really.

As we hear each evening on Nightline from Saudi Arabia and Kuwait, telecommunications goes where it will, provides information once tightly controlled, is relatively inexpensive, and is resistant to traditional forms of censorship or regulation.

Bruce Pulling of NYNEX said: "Technology is pervasive, it cannot be regulated, and will go anywhere. The use of electronic communications would seem to be the most important area for breakthroughs in educational innovation for the remainder of this century. Certainly it supports the view that the college or university of the future may not be a campus."

Lionel Baldwin said to hold on, that things will happen so fast in the next five years. He is right.

Looking to the future, distance learning has emerged with new interest-- why?

Mike Goldstein points to technology, with its new possibilities for interaction, resources, comparability to campus, and cost. But for a technological distance institution, seeking approval in 50 states is daunting, costly, and time consuming for everybody. New approaches are needed, and the pace of change is so rapid that there is no time to lose.

The quote of the conference:
"Make the approval process easy for the good guys, and tough for the baddies." Which leads to the results of your late night discussion groups:

Three Consensus Issues

1. In addressing issues of standards and quality, providers, accreditors, and regulators should focus on learner needs rather than on particular technologies. There is a need to recognize that distance education technologies represent part of a broad array of tools now available to higher education and that quality standards must apply broadly.

   Action Items:

   A. Ensure that quality in all educational programs is measured on outcomes, rather than inputs.

   B. Ensure that standards reflect the inherently learner-centered nature of distance education and the involvement of students in program development.

   C. Develop a "uniform code" for distance education for practice and assessment, as well as a process for encouraging state regulating bodies, regional accrediting agencies, specialized accrediting agencies, and the federal government to adopt the "code." This activity should build on the work of Project Alltell, the National University Continuing Education Association Independent Study Division, and the American Council on Education.

2. Regulating and accrediting agencies should develop ways of cooperating among states and regions to facilitate approval while insuring quality in distance education programs that cross state and regional accrediting lines, with a goal of advancing distance education while protecting the "consumer."

   Action Items:

   A. As a first step, form a nationally representative group to include states, consortia of states, accrediting associations, higher education associations, the business community, and appropriate federal agencies (such as the Departments of Commerce and Labor and the FCC). The Institute for Distance Learning will serve as the convener of this group.

B. Through this group, work toward formal cooperative working agreements among the six regional accrediting agencies for the assessment of distance education; assist cooperation among states for the purpose of creating an interstate compact for reciprocity on distance education which will benefit students and other users of distance higher education.

C. Encourage the development and use of a common data base and reporting system among agencies.

3. There is a need for a national research and policy leadership agenda for distance education.

A. The Institute for Distance Learning, working with related organizations (such as the American Center for the Study of Distance Education), should develop a research agenda to inform policy development in distance education.

B. Propose policy initiatives at the state and national levels to reduce barriers to expanded use of distance education and to eliminate dis-incentives to learner participation.

C. Develop a structure for disseminating the results of research to policy makers.

D. Encourage the Office of Technology Assessment to conduct a study of the economic impact of distance education.

INVITATIONAL SYMPOSIUM
on
DISTANCE HIGHER EDUCATION

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